



# **Path to Integration**

**The History of Criminal Justice  
Information Integration in Minnesota**

**Criminal and Juvenile Justice  
Information  
Policy Group  
September 2014**

# Path to Integration

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## TABLE OF CONTENTS

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<a href="#"><u>Executive Summary .....</u></a>	<a href="#"><u>1</u></a>
<a href="#"><u>Integration Historical Timeline .....</u></a>	<a href="#"><u>7</u></a>
<a href="#"><u>Roles and Responsibilities of the Policy Group and Task Force .....</u></a>	<a href="#"><u>19</u></a>
<a href="#"><u>Integration Milestones .....</u></a>	<a href="#"><u>21</u></a>
<a href="#"><u>Ongoing Commitment to Integration Funding .....</u></a>	<a href="#"><u>25</u></a>
<a href="#"><u>Challenges Facing Minnesota’s Integration Efforts .....</u></a>	<a href="#"><u>26</u></a>
<a href="#"><u>Conclusion.....</u></a>	<a href="#"><u>28</u></a>
 <b>Appendices</b>	
<a href="#"><u>Minn. Stat. 299C.65 .....</u></a>	<a href="#"><u>30</u></a>
<a href="#"><u>Criminal Justice System and Events Narrative.....</u></a>	<a href="#"><u>36</u></a>
<a href="#"><u>Criminal and Juvenile Justice Information Policy Group Charter .....</u></a>	<a href="#"><u>38</u></a>
<a href="#"><u>Criminal and Juvenile Justice Information Task Force Charter .....</u></a>	<a href="#"><u>42</u></a>

# Path to Integration

## *The History of Criminal Justice Information Integration in Minnesota* *September 2014*

### **Executive Summary**

Public safety has always been a primary role of government – whether at the federal, state or local level. How government has fulfilled that role has evolved over time. With the influx of technology over the past two decades, administering public safety has changed at an increasingly rapid pace. Technology now makes information available at the push of a button – something once thought to be impossible. There is now the ability to share and integrate significant amounts of criminal justice information electronically to enhance public safety. Sharing and integrating criminal justice information originally seemed to be fairly simple and a positive solution to improving public safety; however, Minnesota has learned over the past 21 years that figuring out how to share information among criminal justice professionals, while definitely worth the effort, has not been easy or without challenges.

*Path to Integration*, an historical timeline and account of integration activities, is meant to paint a picture of Minnesota's journey to information integration for new policymakers – the successes realized, the lessons learned, and what lies ahead.

Justice and public safety services in Minnesota are provided by more than 1,100 local, state and federal criminal justice agencies (prosecution, judicial, probation, law enforcement, public defense, corrections etc.). These agencies are generally autonomous, individually funded, and each has its' own priorities. The constant decisions each agency makes along the way are often times critical and cannot be made in a vacuum – whether it's a judge hearing a case in a courtroom, a probation officer working on a pre-sentence investigation, a defense attorney preparing a case, an officer making a stop on the street, or a prosecutor making a charging decision - decisions must be made within a bigger, more complete picture. Who is this individual? What have they done? Where are they in the criminal justice process (past, present and future)? The questions go on and on, so the need for complete, timely and accurate data is critical. That's where criminal justice information integration comes in.

**Criminal justice information integration is getting the right information into the hands of the right people at the right time and in the right place to make key decisions throughout the criminal justice process.** This could be the officer checking an individual's identification on a traffic stop; the prosecutor deciding whether to charge an individual; the judge determining whether to hold an individual in custody at an arraignment or if bail is appropriate; or the probation officer recommending a sentence for an individual. **These decisions are critical because the correct individuals are held accountable and public safety is increased, which is the ultimate goal – keeping people safer.**

While getting the right information to the right people at the right time in the right place may sound like a straightforward goal, the challenges are numerous and complex. There are issues of data privacy, collaboration among independent entities, disparate funding, different business processes among agencies etc.

One of the biggest challenges is the perception that information integration has an ending. It's been difficult to communicate that integration is an ongoing effort – it will never be complete as technology and business processes are constantly evolving. Similar to road construction - bridges and roads continuously need to be maintained and replaced – criminal justice information systems and infrastructure continuously need to be maintained, replaced and improved.

Another significant challenge is that there is no model to follow - Minnesota is a national leader in information sharing. Other states recognize the importance of integrating criminal justice information, but most haven't taken the steps or risks that Minnesota has taken - Minnesota has been a pioneer in information sharing.

Minnesota's effort began in the early 1990's when Minnesota criminal justice professionals recognized major gaps in criminal justice information and the inability to share information. There were incomplete electronic records on warrants and felony convictions. There was incomplete sex offender information. There were no electronic booking photos or "mug shots". Criminal histories were incomplete because nearly 40% of the records were in limbo due to missing fingerprints (referred to as "suspense" records) – the impact of this was that half of the convicted felony charges were not getting into the criminal history system. There was no detention or probation data available electronically. All fingerprints were ink and rolled and submitted to the

Bureau of Criminal Apprehension (BCA) on paper cards, with a three- to four-month delay in confirming a person's identity and criminal history (over 60,000 cards per year).

To that end, the Legislature created the Criminal and Juvenile Justice Information Policy Group and Task Force (Minn. Stat. 299C.65) in 1993. The [Policy Group](#) is responsible for the overall statewide integration of criminal justice information. The [Task Force](#) is responsible for assisting the Policy Group in its duties and is advisory to the Policy Group (more details regarding the roles and responsibilities of the Policy Group and Task Force are included in the document).

Despite some of the challenges, there have been a number of major successes since the inception of integration activities in 1993. A few examples are: time reduced to accurately identify an individual during the booking process from months to minutes; restraining orders electronically available to dispatchers and officers in squad cars; status of any offender's sentence or release electronically available statewide; charging documents and citations filed electronically eliminating manual paper processes etc.

Other successes include the milestones listed below. Some of these efforts built on each other and have provided the foundation for future integrations. They have collectively improved the completeness, timeliness, and accuracy of criminal justice information.

- **Minnesota Court Information System (MNCIS)** - This Minnesota Judicial Branch system contains public data from adult felony and misdemeanor court cases that are open, closed, or archived as well as civil data.
- **Statewide Supervision System (S3)** - The Department of Corrections system includes information regarding juveniles currently or previously on probation or in detention.
- **Minnesota Criminal Justice Statute Service** – A central database for Minnesota criminal justice statutes, allowing searches for specific criminal statutes by statute number, offense level, effective date, function or key word.
- **Integration Cookbook** – A “how-to” manual for smaller or mid-sized criminal justice agencies to assist them in their integration planning.

- **Identification Protocol and Roadmap** – The standards for who, what, where, and when identity should be captured, with the goal that all records should be linked to a biometric such as fingerprints.
- **Integrated Search Service (ISS)** – An interface that allows a user to search multiple criminal justice databases in one location (databases noted previously).
- **Suspense Record Reduction and Prevention** – A combination of technical and business solutions to reduce and prevent records from going into suspense – when a court disposition cannot be matched to an arrest record with a fingerprint.
- **Technical and Business Standards** – Security and connectivity standards to define the format for data exchanged from system to system based on best business practices and statutory data practices requirements (Minnesota complies with the national data exchange model).
- **Booking Notification Project** – Service that utilizes the Statewide Supervision System to electronically notify probation officers if one of their clients is booked.
- **Predatory Offender Registry (POR)** – BCA central repository of information on predatory offenders, including sex offenders that are required to register.
- **Local County Integration Planning and Implementation Projects** – Various projects at the county level that received state grants to plan for integration or to integrate systems (primarily the five largest counties as previously noted).
- **Minnesota Repository of Arrest Photos (MRAP)** – BCA central repository of booking and arrest photos, including scars, marks, tattoos and other descriptive information.
- **Secretary of State Voting Rights** – An electronic notification from the Court’s information system (MNCIS) to the Secretary of State’s voter registration system regarding the suspension and restoration of voting rights based on convictions or completion of sentences.
- **Electronic Fingerprint Capture (Livescan Deployments and 2-Finger Rapid Identification)** – Electronic fingerprint devices deployed all over the state in booking, detention and court facilities that send fingerprint data directly to BCA (the livescans capture 10-finger and palm prints while the 2-finger devices can be

used in certain circumstances such as in the squad car and are smaller, more mobile, and less costly).

- **MNJIS Reports on Demand (MROD)** – Tool that allows criminal justice users to print consolidated and comprehensive reports on individuals from the Courts' MNCIS system.
- **Policy Studies (background checks, expungements, warrant process, data harvesting, fingerprinting process, juvenile decision points)** – The Policy Group and Task Force have taken the lead on identifying, studying, and making recommendations on a number of criminal justice information policy issues.
- **Comprehensive Incident-Based Reporting System (CIBRS)** – Statewide database of incident data available to law enforcement for investigative and other authorized purposes.
- **eCharging Service** – Electronic charging service that moves criminal complaint data between law enforcement, prosecution and the Courts. eCharging also processes citations and DWI administrative forms electronically.

These accomplishments have truly revolutionized the criminal justice system and public safety in Minnesota. The primary keys to success have been collaboration, prioritization, and a commitment to continue on the path. Path to Integration details many of the accomplishments to date and provides further insight into the integration process and path taken. Some of the key points and lessons learned along the way are as follows:

- Public safety is the ultimate goal
- Minnesota is a national leader in integration efforts
- Technology is not the sole solution – the business processes are just as critical
- The state must lead the coordination and funding of integration efforts
- Collaboration between state and local agencies is essential
- There has been tremendous progress made with measurable results
- There will always be a need for a Policy Group and Task Force to oversee and prioritize integration activities
- Criminal justice information integration is ongoing and will never be complete

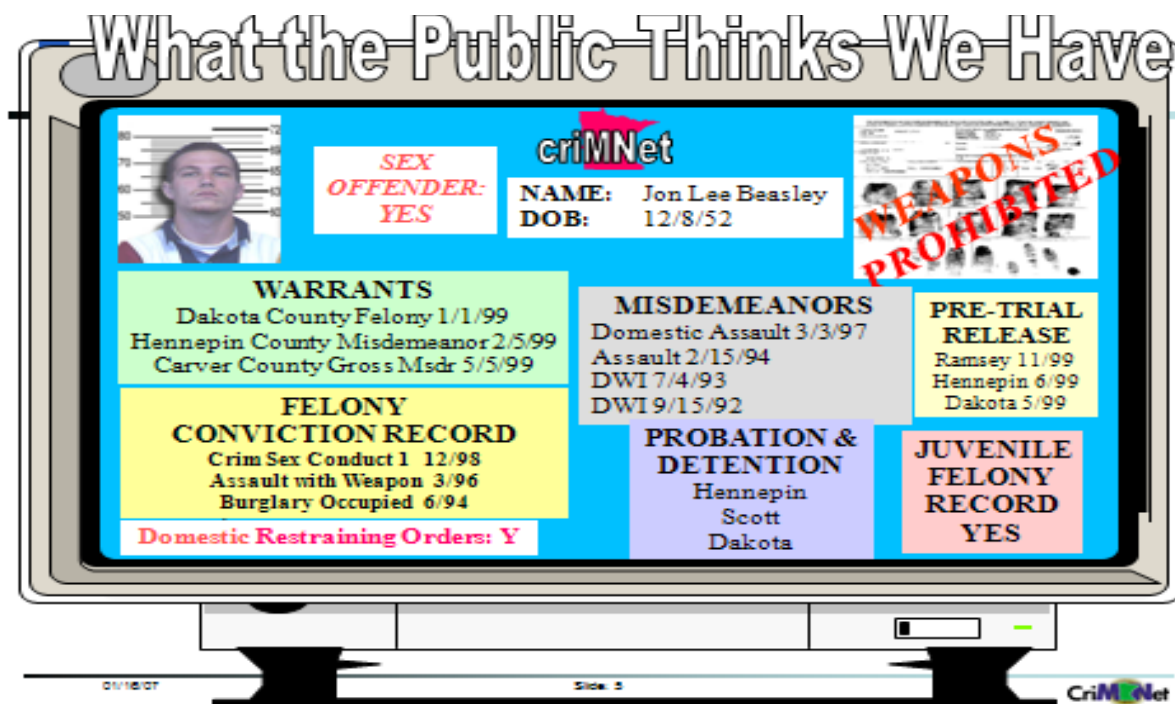
Ongoing legislative, executive, and judicial branch support is essential for criminal justice information integration to move forward. It is imperative that policymakers have an understanding of criminal justice information integration and why it's critical to public safety in Minnesota.



## Integration Historical Timeline: 1993 - 2014

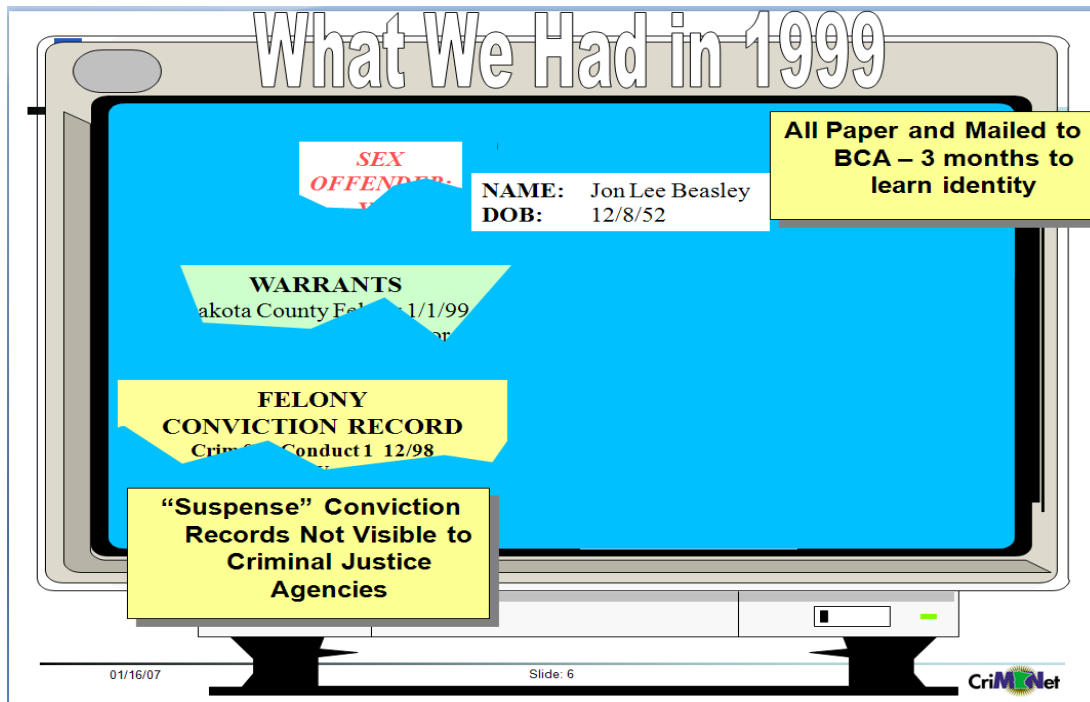
### 1990's

With the 1990's came the first recognition that information should be integrated and shared to allow better decision-making throughout the criminal justice system, to hold people accountable for their actions, and to improve public safety. Until then, very little criminal justice information was shared or available electronically; however, the public perception was very different. The public assumed that criminal justice professionals had complete information on all convictions of an individual, if an individual was on probation or serving detention somewhere, if there were any domestic abuse restraining orders, if an individual had any warrants, if an individual was a sex offender, the correct identity including the full name and date of birth of an individual (including fingerprints) etc.



The reality was that there were incomplete electronic records on warrants and felony convictions. There was incomplete sex offender information. There were no electronic booking photos or “mug shots”. Criminal histories were incomplete because nearly 40% of the records were in limbo due to missing fingerprints (referred to as “suspense” records) – the impact of this was that half of the convicted felony charges were not

getting into the criminal history system. There was no detention or probation data available electronically. All fingerprints were ink and rolled and submitted to the Bureau of Criminal Apprehension (BCA) on paper cards, with a three- to four-month delay in confirming a person's identity and criminal history (over 60,000 cards per year). Following is really what was available to criminal justice professionals.



- An independent audit conducted in 1992 of the state's criminal history system demonstrated that final court dispositions were missing from the criminal history record in nearly half of the cases where a disposition was known to have occurred. The audit determined that this was due to missing fingerprint cards, missing or inaccurate identification numbers, information backlog, and inaccurate sentencing information.
- In 1993 the Legislature had the foresight to create the Criminal and Juvenile Justice Information Policy Group and Task Force to begin to address these information sharing issues. The primary mission was to create a statewide plan for criminal justice information integration.
- The first integration project – historic because it was one of the first such systems in the nation - was a domestic abuse Order for Protection (OFP) system developed by the Courts and BCA to make restraining orders available to

dispatchers and officers in squad cars. This first effort also heightened the awareness of the complexities of integrating information.

- In the late 1990's, the high-profile, tragic murders of Katie Poirier and Cally Jo Larson created a heightened awareness of the gaps in information sharing and got the attention of policymakers as well as the public. The missing data compounded the tragedy of the lives lost because their deaths may have been preventable or solved more quickly with accurate criminal justice data. It was also the first coordinated effort from the private sector (groups such as the Minnesota Business Partnership and Target Corporation) to get involved in this public policy issue.

## **2000 – 2001**

In 2000, in response to the data gaps recognized in the late 90's through the deaths of Katie Poirier and Cally Jo Larson, the Legislature dedicated \$40 million in state funding (Katie's Law) to fill the information gaps. In 2001, the Legislature also adopted a formalized, structured approach to addressing integration gaps – the effort was known as "CriMNet". A CriMNet Program Office was created to coordinate criminal justice information integration issues.

The first electronic fingerprint devices (livescans) were deployed throughout Minnesota – eliminating over 90% of the paper, ink-rolled fingerprint cards decreasing the time to identify individuals from months to hours and increasing the accuracy of the prints.

- The first statewide system with digital booking and arrest photos was developed – replacing, in many instances, agencies' shoebox of Polaroid mug shots (Minnesota Repository of Arrest Photos – MRAP).
- The first statewide database for probation, prison, jail, and release data was implemented by the Department of Corrections (Statewide Supervision System).
- The first statewide database of predatory offenders was developed (Predatory Offender Registry – POR).
- A comprehensive, statewide Court information system was developed – replacing multiple regional systems - (Minnesota Court Information System – MNCIS).

- The BCA launched an effort to match court dispositions with fingerprints to reduce those records already in “suspense” (not visible in the criminal history) and to prevent future records from going into suspense. There were over 560,000 records not available in the criminal history – which resulted in significant amounts of missing information on individuals who had been convicted of crimes.
- The Policy Group awarded the first CriMNet grants for integration planning to Anoka, Dakota, Hennepin and St. Louis Counties (a total of just over \$900,000).

## 2002

The good news was that much had been accomplished during the previous two years to fill the information gaps, and many lessons had been learned to set the stage for future successes. Those lessons included that the state cannot dictate integration; integration is never-ending; and that the focus must also be on business, not just technology. The bad news was that the gaps were filled with “silo”, stand-alone systems. It soon became apparent to the Policy Group, Task Force, CriMNet Program Office and other criminal justice stakeholders that the gaps had been filled at the expense of a comprehensive, statewide strategy for integrating data. There had been an exclusive focus on the “technology” pieces of integrating data with minimal stakeholder involvement or input. There had been little effort to look at the business needs or processes driving the technology or the implications of data practices policies related to information sharing.

“CriMNet” was oversimplified. The initial perception was that it was a pure technology solution – a system or database that would link all information systems together – which resulted in unmet expectations by the Legislature, Policy Group, Task Force, criminal justice partners, and the public.

Also during this time period, the Policy Group and Task Force began to look more closely at local integration efforts. They adopted a county-centric integration model to allocate grant funds to counties for integration planning and implementation – with the idea that the work done in individual counties could be replicated in other counties statewide.

The first counties to receive a total of \$2.4 million in CriMNet grants to implement integration projects were Anoka, Dakota and St. Louis (subsequent to planning grants awarded in 2000).

### **2003 - 2004**

Due to the challenges in 2002, the credibility of CriMNet leadership and the current status of the program were in question, but a strong resolve for the overall mission of integrating information remained along with renewed motivation from the lessons learned. The Policy Group and Task Force recognized the need to make a mid-course correction and get the CriMNet Program focused and back on track. The Policy Group and Task Force took a very active role in managing the day-to-day activities of the CriMNet Program for a period of time. There was even a small group of key stakeholders (representing the Policy Group and Task Force) who met on a weekly basis to create short-term action items and to track progress.

- The Office of the Legislative Auditor (OLA) conducted a comprehensive program and financial audit of CriMNet. The audit findings were highly critical of program management and practices but supportive of the CriMNet vision and mission.
- The Policy Group took specific action to address the findings and recommendations of the OLA and to implement changes.
- A new executive director and management team were appointed at the CriMNet Program Office and began to implement changes recommended by the OLA report.
- The Policy Group and Task Force, with input from stakeholders, adopted a CriMNet Strategic Plan.
- The CriMNet Program Office built organizational infrastructure to strengthen program management and to implement best practices.
- There was a shift in emphasis from simply “building systems” to “integrating systems”, developing business and technical standards, planning, analysis and gathering user requirements.
- The CriMNet Program Office was relocated to the BCA – which provided day-to-day supervision of activities and more accountability.

- At the direction of the Legislature, the Policy Group and Task Force performed extensive work on data practices issues resulting in some legislative recommendations.
- A searchable interface (Integrated Search Service - ISS) was designed and implemented, allowing criminal justice users to access multiple statewide databases in one place – another key integration. Databases available through ISS include: Minnesota Hot Files (wanted persons, stolen property, gang data, missing persons etc.); Minnesota Repository of Arrest Photos (MRAP); Predatory Offender Registry (POR); Statewide Supervision System (S3); Computerized Criminal History System (CCH); Minnesota Court Information System (MNCIS); and Court Web Access (CWA).
- An additional \$4.8 million in local grants were allocated by the CriMNet Program Office, primarily to the five largest counties (Anoka, Dakota, Hennepin, Ramsey and St. Louis) and to two criminal justice consortiums, Minnesota Counties Computer Cooperative – MCCC and Local Government Information Systems – LOGIS (consortiums of county and local governments, respectively).

## **2005 - 2006**

With the strategic direction determined (by the Strategic Plan) and a solid program management foundation in place, progress continued with a renewed emphasis on the business needs and collaboration. Recognizing the progress made by the CriMNet Program Office, the Policy Group shifted its focus back to the strategic vision and oversight of CriMNet, leaving the day-to-day program management to the CriMNet Program Office management team. The Policy Group, Task Force and CriMNet Program Office participated in an extensive prioritization process to identify short- and long-term integration priorities.

Given the new direction in priorities, a new strategy for allocating grant funding to local jurisdictions was also adopted. The Policy Group reiterated its commitment to funding local costs for integration, but changed the focus from a county-centric model to a targeted approach to specific statewide priorities. Previously, \$7.2 million in grants to local jurisdictions was administered from 2002 – 2005. These funds were used for specific planning and implementation projects, primarily at the county level. The philosophy at the time was that integration should start at the local level in each county

and that the county integrations could be replicated in other counties throughout the state. While some very good work was produced at the county level, it was not replicated in other parts of the state, so in 2006, the CriMNet Program Office recommended targeting grant funds to a specific statewide purpose. The Task Force and Policy Group agreed with the strategy and \$1 million was targeted specifically to get local agencies submitting to the Comprehensive Incident-Based Reporting System (CIBRS). The targeted statewide strategy has continued to be the focus of integration funding to locals.

- The Policy Group directed the Task Force to do a comprehensive policy study on background checks and expungements.
- The Office of the Legislative Auditor released a follow-up report indicating successful progress on the areas previously cited as problems.
- A new law enforcement incident database was developed, taking into consideration data practices policy (Comprehensive Incident-Based Reporting System – CIBRS).
- An “Identification Roadmap” was created detailing the standards for identifying individuals and linking individuals in multiple data sources biometrically (primarily through fingerprints). Accurate identification is critical to holding the right people accountable and ensuring the correct data is available on individuals.
- The Minnesota Criminal Justice Statute Service was developed – providing accurate charging and sentencing information in a flexible web service format. While the service is available to anyone interested in charging and sentencing information, the Statute Service is also base table for use by all prosecutors in Minnesota, so charging is done accurately and consistently.
- An audit of criminal justice system security architecture was conducted – providing the foundation for the security of integrating data for the future.
- A framework of integration priorities was adopted by the Policy Group and Task Force – the framework identified current and future priorities with detailed planning and budget estimates.

- An integration to electronically notify counties about the release of offenders from state prison facilities into the community was completed between the Department of Corrections and the Minnesota Counties Computer Cooperative.
- The local planning and implementation grant projects were all completed with many significant accomplishments such as development of a data exchange hub, a court services tracking system, an interface with the court information system, among many other local integrations.
- The Policy Group defined its role, as well as the role of the Task Force and executive director, in the CriMNet governance structure by creating new charters for the Policy Group and Task Force. There was also a statutory change to add the Task Force chair and first vice chair as members on the Policy Group. This was another demonstration of the shift to be more collaborative between the state and locals.

## **2007 - 2010**

As work continued on the framework of priorities, three projects emerged as the top priorities and were eventually approved by the Policy Group as the “core priorities”:

1. **Comprehensive Incident-Based Reporting System (CIBRS)** - Statewide database of law enforcement incident data – accessible only by law enforcement. As of December 2010, 114 law enforcement agencies submitted data.
2. **Electronic Charging Service (eCharging)** - Electronic workflow of charging documents from law enforcement to prosecution to courts which replaces the manual paper process – also includes the electronic filing of citations and DWI forms (eliminating significant amounts of paperwork and manual data entry for these two high-volume processes).
3. **Name Event Index Service (NEIS)** - A “back-end” search engine that links names and events from multiple criminal justice systems. Pieces of data on an individual in separate systems will be linked to give criminal justice professionals a more complete picture of that individual as they make critical decisions affecting public safety. A proof of concept was completed in 2009 and historical data from the different data sources were loaded.



These core priorities were identified as the statewide integration initiatives that would bring the most value to the criminal justice system. In a show of support for the progress made and the commitment to the overall vision and mission of information integration, the Governor and Legislature agreed with the Policy Group's recommendation to provide additional funding for these core priorities and approved a \$2 million increase to the CriMNet general fund appropriation beginning in state fiscal year 2008.

Unfortunately, due to the overall economic conditions and budget reductions throughout state government, the integration general fund budget was reduced by \$1.265 million beginning in fiscal year 2009; an additional \$495,000 in fiscal year 2010; and an additional \$90,000 in fiscal year 2011 – thus almost eradicating the \$2 million increase approved in 2008.

Another major event during this period was the creation of Minnesota Justice Information Services (MNJIS). To support the Policy Group's strategic vision for information integration, the information technology and services sections of the BCA underwent a structural reorganization which included combining the CriMNet Program Office, which focused on planning, analysis and creation of standards, with the BCA's Criminal Justice Information Services (CJIS) division, which developed and maintained systems. The new, single unit is now MNJIS. A revised governance structure and portfolio management process has resulted in more collaboration and more streamlined delivery of integration services to customers.

- The Policy Group submitted a report and made final recommendations to the Legislature on background check and expungement issues.
- The Policy Group passed a resolution supporting the MNJIS reorganization in 2008.
- The Courts completed the rollout of the new Court Information System (MNCIS) to all 87 counties.
- The Policy Group and Task Force completed policy studies with recommendations on the warrant process, the harvesting of public data by private entities, and fingerprinting processes. The Legislature passed the fingerprint language recommended by the Policy Group.

- A new automated fingerprint identification system (AFIS) was implemented – with a response time of three minutes – which means that accurate identification is determined before an individual is released. Over 150,000 prints were processed in 2009 compared to 60,000 in 1999. The new AFIS has greater ability to match fingerprints and can match latent prints left at crime scenes. This was also a significant state and local partnership between the state and St. Louis County utilizing Homeland Security funds.
- An electronic tool was acquired and customized to create concise, comprehensive reports from Courts' MNCIS data (MNJIS Reports on Demand – MROD).
- The number of criminal history records going into suspense dropped from more than 35% in September 2002 to fewer than 10% in September 2010. The number of records in suspense was reduced from over 560,000 in the early 2000's to just over 160,000 in 2010.
- Probation officers now receive automatic notification when one of their clients is booked and fingerprinted on a new charge.
- Development began on an enhanced version of the Integrated Search Service – the “google” for state criminal justice systems. By serving as the interface for NEIS data, this version will provide more comprehensive search results. Additionally, this version will enhance security and improve system access.
- Department of Corrections (DOC), in collaboration with the Courts, developed a message switch and correlating website to receive immediate electronic notification when the Court sentences an individual to prison. This allows for more effective planning and case management by DOC and reduces errors that sometimes occurred with the manual process.

## **2011 – 2014**

Significant progress has been made in the development and implementation of several key systems. In 2013, the Policy Group removed CIBRS as a core priority and added two new priorities: a new criminal history system and a new crime reporting system. eCharging and CIBRS transitioned from project to product status. In addition, the Office of the Legislative Auditor (OLA) in 2013 conducted an audit of law enforcement's use of state databases, focusing on CIBRS and DVS' license database. Auditors found the state had a “reasonable” approach to balancing law enforcement's need for information

with privacy laws. However, auditors made recommendations related to appropriate use training for local law enforcement agencies and strengthening the processes for accessing, monitoring, and auditing data.

- **eCharging** – The service has gained incredible momentum. It is being deployed statewide county by county. Deployment to 70 counties has been completed, with 9 more scheduled through the first part of 2015. Acting on a Policy Group recommendation, the Minnesota Legislature in 2011 expanded the legal definition of eCharging to include citations and DWI forms. Carver County estimated just over half a million dollars in cost savings in its first five years using eCharging. In 2011 eCharging won the International Association of Chiefs of Police' Excellence in Technology Award.
- **Name Event Index Service (NEIS)** – This behind-the-scenes service links name and event data from multiple source systems for use by other MNJIS applications. Work to continue development of this service was put on hold due to other priorities.
- **Comprehensive Incident-Based Reporting System (CIBRS)** - CIBRS saw growing participation in 2011 and 2012 with some larger metro agencies adding significant amounts of data. In 2013, CIBRS participation began to decline. Only 50 agencies continue to submit and only a small portion of those agencies access data for investigative purposes. Analysis is being conducted to determine why the decrease in participation occurred and how the BCA should move forward with providing incident data.
- **DVS Access for law enforcement** - In response to the OLA recommendations, starting during the first quarter of 2014, law enforcement personnel are only able to access DVS data through the BCA.
- **New crime reporting system (CRS)** – Eighteen months of analysis began in 2012 to identify the requirements for developing a new crime reporting system. In 2013, the Minnesota Legislature fully funded the development and implementation of a new system for all state crime reporting and statistical data. The new system will collect more detailed and accurate crime data than the current system is capable of collecting. System deployment is planned starting in 2016 with full NIBRS deployment planned by 2020. The funding does not include any costs to integrate local systems. The existing system has been in use since

1972 and is built on outdated technology that cannot be integrated with other systems.

- **New criminal history system** – The Legislature in 2013 fully funded the development and implementation of a new criminal history system. The BCA in 2012 completed analysis of what would be involved in replacing the system. That work was paid for by a federal grant. The new system will improve security controls for data access, will be easier to integrate with other systems, and will reduce manual processes and the risk of data entry errors. Full deployment of the new system is planned for 2017. The current system has been in place for more than 20 years.
- **Single Sign-On** – MNJIS launched the Single Sign-On tool in Integrated Search Service (ISS) in 2012. This is the infrastructure which will eventually provide a single access (one password and entry point) to all state criminal justice systems (with appropriate security and user identification protocols).
- **MyBCA** – The MyBCA Applications page was created in conjunction with ISS in 2012. It shows each individual user what systems they're allowed to access and includes security components and technology to ensure appropriate access limits.
- **Electronic Worksheet System (EWS)** – The Electronic Worksheet System (EWS) is an application that helps probation agents complete sentencing worksheets – a required part of pre-sentence investigations. This project moved the system from the old Statewide Supervision System (S<sup>3</sup>) to the new S<sup>3</sup>, integrating EWS with MNCIS to pull in case information, updating the system to enable it to copy offenses from previously reviewed worksheets and calculating presumptive sentences. This move allowed the Department of Corrections to retire the old S<sup>3</sup> system.
- **License Plate Reader (LPR) Delivery Team and recommendations** – A Task Force delivery team studied how data collected by License Plate Reader technology is classified and for how long it should be kept by Minnesota law enforcement agencies. The Policy Group provided information to the governor's office on two recommendations that resulted: 1) a data purge requirement after 180 days unless it's an active case, and 2) the classification of the data as private or nonpublic. The House took action related to LPR data but the Senate did not

and so a temporary classification issued by the Commissioner of Administration remains in effect.

- **N-DEx Delivery Team and recommendations** – In 2011, a Task Force delivery team examined the variables that would be involved in state or local participation in the FBI's National Data Exchange, or N-DEx. The Task Force recommended statewide participation, setting parameters for data submissions and identifying audit requirements. The Policy Group drafted legislation but the Legislature did not take it up during the 2012 session.
- **Orders for Protection Project** – In 2011 the Minnesota Judicial Branch received a \$1 million federal grant to develop a new Orders for Protection system, replacing outdated technology currently in use. Work underway on this system is a collaborative effort between the Courts and the BCA.
- **Statewide Standard Citation** – a new statewide standard citation was implemented in 2012. This move consolidated the 128 variations of the paper citation in use in Minnesota into a single, standard citation.
- **Statute Service Enhancement** – The enhancement makes it possible for users to search by statute ID numbers or by statute reason (e.g., offenses that must be reported to the DNR).
- **eCourts** – Work began in 2012 on the eCourts project, which will change how criminal justice agencies and the courts interact by switching from a paper-based to an electronic-based method.
- **Electronic Exchange Task Force Delivery Team** – In 2013, the Task Force established a delivery team to develop an electronic method for exchanging court-related documents which includes discovery materials.
- **Databases report** – At the request of the Legislature, the Policy Group in 2013 drafted a report on possible room for improvement of BCA databases that are used to conduct background checks for firearms permits. The Policy Group included a list of recommendations for changes to statutes and business processes.
- **Statute change recommendation** – In 2013, the Policy Group recommended a technical change be made to Minnesota Statutes, section 609.344, relating to

penalty language for third degree criminal sexual conduct. The statute was changed.

- **Strategic Thinking Retreat** – In 2014, the Policy Group and the Task Force participated in strategic thinking retreats to examine their future role in the development of criminal justice information integration policy, direction and laws. The Policy Group and Task Force began work to update their mission and strategic direction. These changes may necessitate updates to the statute defining the two groups and their responsibilities.

## **Roles and Responsibilities of the Policy Group and Task Force**

As stated above, the Legislature created two separate, distinct bodies (defined in Minn. Stat. 299C.65) to govern statewide criminal justice information integration – the Policy Group and the Task Force. The Policy Group provides the overall strategic and policy direction from a state perspective. The Task Force provides input and recommendations to the Policy Group on integration issues from a stakeholder or user perspective. The key difference between the two bodies is that the Policy Group is more strategic and is the primary decision-making body. The Task Force is more tactical and is advisory to the Policy Group. The Policy Group and Task Force work together closely on both funding and policy issues and are linked through representation on the Policy Group by the Task Force chair and first vice chair. Both bodies also work closely with the MNJIS executive director, who is responsible for day-to-day integration activities.

To the best of our knowledge, external governance bodies such as the Policy Group and Task Force are unique to Minnesota. The relationship between the Policy Group, Task Force, and executive director has fostered unprecedented collaboration in information sharing and has been the foundation for many of the successes realized. While the roles and responsibilities can always be fine-tuned, there will always be a need for some type of external governance structure to continue moving forward.

The Policy Group hires the executive director, who reports to the Policy Group on integration projects. The Policy Group is also responsible for making recommendations to the governor, Supreme Court, and Legislature on integration policy issues and funding. The Policy Group is comprised of four commissioners from the Executive Branch, four members of the Judicial Branch, and the chair and first vice-chair of the Task Force. As defined in statute and its charter, the Policy Group is responsible for:

- Establishing priorities and high-level performance measures,
- Approving and monitoring the budget of the CriMNet Program Office (and other state agencies/courts as they relate to criminal justice information integration),
- Appointing the Minnesota Justice Information Services Executive Director and evaluating their performance,
- Advocating and testifying for CriMNet and related initiatives,
- Reviewing business priorities and grant strategies recommended by the Task Force and Executive Director, and
- Making recommendations to the governor, the Supreme Court and the Legislature on issues related to criminal justice information integration.

The Task Force was created to assist the Policy Group in its duties related to criminal justice information systems and to report to the Policy Group on integration projects and activities. It is currently made up of 35 individuals including criminal justice professionals, legislators, state agency representatives, local municipal representatives and citizen members. Its responsibilities include:

- Advising the Executive Director and the Policy Group on enterprise activities,
- Advising the Executive Director on business priorities,
- Advocating constituent interests and reporting decisions back to constituents,
- Researching options regarding issues assigned by the Policy Group,
- Reviewing grant strategies developed by the Executive Director and suggesting alternatives,
- Recommending business priorities and grant strategies to the Policy Group,
- Assisting the Policy Group in filing its biennial report
- Consulting with the CriMNet Program Office as the office creates requirements for grant requests and determines integration priorities,
- Reviewing funding requests for grants and makes recommendations to the Policy Group, and

- Facilitating communications between the Policy Group and stakeholders and users of criminal justice information.

Both the Policy Group and the Task Force meet quarterly. Meetings are open to the public. More information on the Policy Group and Task Force can be found by visiting the CriMNet section of the Bureau of Criminal Apprehension website at <https://dps.mn.gov/divisions/bca/boards-committees/crimnet/Pages/default.aspx>.

## **Integration Milestones**

Below is a listing of the major integration milestones, most of which have been mentioned in the historical timeline section with more detail. Some of these efforts built on each other and have provided the foundation for future integrations. They have collectively improved the completeness, timeliness, and accuracy of criminal justice information.

- Minnesota Court Information System (MNCIS) - This Minnesota Judicial Branch system contains public data from adult felony and misdemeanor court cases that are open, closed, or archived. It also contains civil data.
- Statewide Supervision System (S3) - The Department of Corrections system includes information regarding juveniles currently or previously on probation or in detention.
- Minnesota Criminal Justice Statute Service – A central database for Minnesota criminal justice statutes, allowing searches for specific criminal statutes by statute ID number, offense level, effective date, function or key word.
- Integration Cookbook – A “how-to” manual for smaller or mid-sized criminal justice agencies to assist them in their integration planning.
- Identification Protocol and Roadmap – The standards for who, what, where, and when identity should be captured, with the goal that all records should be linked to a biometric such as fingerprints.
- Integrated Search Service (ISS) – An interface that allows a user to search multiple criminal justice databases in one location (databases noted previously).
- Suspense Record Reduction and Prevention – A combination of technical and business solutions to reduce and prevent records from going into suspense –



when a court disposition cannot be matched to an arrest record with a fingerprint.

- Technical and Business Standards – Security and connectivity standards to define the format for data exchanged from system to system based on best business practices and statutory data practices requirements (Minnesota complies with the national data exchange model).
- Booking Notification Project – Service that utilizes the Statewide Supervision System to electronically notify probation officers if one of their clients is booked.
- Predatory Offender Registry (POR) – BCA central repository of information on predatory offenders, including sex offenders that are required to register.
- Local County Integration Planning and Implementation Projects – Various projects at the county level that received state grants to plan for integration or to integrate systems (primarily the five largest counties as previously noted).
- Minnesota Repository of Arrest Photos (MRAP) – BCA central repository of booking and arrest photos, including scars, marks, tattoos and other descriptive information.
- Secretary of State Voting Rights - An electronic notification from the Court's information system (MNCIS) to the Secretary of State's voter registration system regarding the suspension and restoration of voting rights based on convictions or completion of sentences.
- Electronic Fingerprint Capture (Livescan Deployments and 2-Finger Rapid Identification) – Electronic fingerprint devices deployed all over the state in booking, detention and court facilities that send fingerprint data directly to BCA (the livescans capture 10-finger and palm prints while the 2-finger devices can be used in certain circumstances such as in the squad car and are smaller, more mobile, and less costly).
- MNJIS Reports on Demand (MROD) – Tool that allows criminal justice users to print consolidated and comprehensive reports on individuals from the Courts' MNCIS system.
- Policy Studies (background checks, expungements, warrant process, data harvesting, fingerprinting process, juvenile decision points) – The Policy Group

and Task Force have taken the lead on identifying, studying, and making recommendations on a number of criminal justice information policy issues.

- Comprehensive Incident-Based Reporting System (CIBRS) – Statewide database of incident data available to law enforcement for investigative and other authorized purposes.
- eCharging Service – Electronic charging service that moves criminal complaint data between law enforcement, prosecution and the Courts. eCharging also processes citations and DWI administrative forms electronically.
- Single Sign-On – A single entry point for appropriate and secure access to all state criminal justice systems. This work is ongoing.
- MyBCA Applications – Shows individual users what systems they’re allowed to access and ensures appropriate data access limits.
- Statewide Standard Citation – Consolidated 128 variations of paper citations into one standard citation.
- Electronic Worksheet System (EWS) - Helps probation agents complete sentencing worksheets, integrated with MNCIS to pull in case information and offenses from previously reviewed worksheets, and calculates presumptive sentences.

These milestones have resulted in what is now available to criminal justice professionals: sex offender status, domestic abuse restraining orders, probation and detention data, electronic fingerprints, 90% of felony conviction records, the majority of warrants, pre-trial release data etc.



## Ongoing Commitment to Integration Funding

How much has “integration” cost and how has the money been spent? These are questions that are always at the forefront when discussing the history of integration to date. In the 1990’s, there was no mechanism in place to track the dollars spent on “integration” as it was somewhat obscure what was included as an integration cost. Some estimates of “integration funding” spent in the 1990’s include basic criminal justice information system improvements and infrastructure such as getting computers in courtrooms, the secure state Criminal Justice Data Network (CJDN), and portions of the state’s data network (MNET).

In CriMNet’s first ten years, just over \$96 million in state and federal integration funding was spent on all of the statewide systems developed and maintained (including local costs for building adaptors and interfaces to the statewide systems), electronic fingerprint devices (livescans), business process improvement projects, policy studies, development of technical and business standards, and support activities for these efforts. These funds were allocated to the CriMNet Program Office, Judicial Branch, Department of Corrections and the BCA. An additional \$7.2 million in grants has been distributed to local jurisdictions (primarily the five largest counties in Minnesota –

Anoka, Dakota, Hennepin, Ramsey and St. Louis) to implement their own local integrations.

Since then, the Judicial Branch, Department of Corrections, and BCA absorb the maintenance costs of integrated systems into their normal operating budgets. There is still a \$3.8 million state general fund appropriation each year (administered by MNJIS) dedicated to integration funding (in addition to any federal funding available which varies from year to year). Over \$3 million of the \$3.8 million is dedicated to staffing costs to develop, implement, and maintain integration systems and services. The \$3.8 million is the current amount after the general fund appropriation was reduced by \$1.265 million each year beginning in state fiscal year 2009; \$495,000 in fiscal year 2010; and \$90,000 in fiscal year 2011 – for a total reduction of \$1.85 million each year ongoing. In the 2013 legislative session, the Legislature approved approximately \$14 million to fund the development of new crime reporting and criminal history systems.

There is still much being accomplished and there remains a commitment to integration efforts. It's the recommendation of the Policy Group that all branches of government commit to the ongoing funding of criminal justice information integration – not only to sustain the current infrastructure – but to expand with new integrations that will provide timely, accurate and complete data to improve public safety.

## **Challenges Facing Minnesota's Integration Efforts**

While many challenges have been overcome over the past 21 years, integration of criminal justice information remains complex and multi-faceted. It takes time and resources from all levels of government to work together to resolve issues as they arise. Following are just some of the major challenges that new Policy Group members and other policymakers will need to consider and address as the integration effort moves forward.

### ***Funding***

The continued development, deployment and maintenance of criminal justice information integration projects is highly dependent on the availability of funding. This will continue to be a major challenge given the overall economic condition of the state.

### ***Role of Policy Group and Task Force***

The role of the Policy Group and Task Force has fostered a unique opportunity to bring stakeholders together to collaborate and to collectively communicate to policymakers. To maintain viability, Policy Group and Task Force members need to continue to evaluate the role of these governance bodies and how to be most effective.

### *Balance of Privacy and Public Safety*

The challenge is no longer the technology itself, but how sharing the data impacts individuals' privacy rights. More and more integration issues revolve around security of the data and making sure only those who are authorized have access to certain data based on their role in the criminal justice system. Also, while more data available has led to increased public safety, some argue that it has had an adverse effect on some individuals with a criminal record as they try to obtain employment and housing. This balance between privacy and public safety continues to be debated.

### *Aging Systems*

While the Legislature's decision to fund the replacement of two primary aging systems (the criminal history system and the crime reporting system) is significant, there are several additional old statewide criminal justice systems in need of replacement.

The Statewide Supervision System (S<sup>3</sup>) is over 15 years old and was originally designed and built with federal and state (Katie's Law) grant funds. While all modules within S<sup>3</sup> have been re-written, many of the data uploads were written in 1999 when Windows 98 was the current operating system. In addition, a number of statutory changes and business factors have stretched the original design of S<sup>3</sup> beyond its capacity (e.g., felon voting, etc.) There are no current replacement cost estimates; however, the impact would be on both state and county agencies.

Despite recent updates, the Predatory Offender Registry (POR) cannot be integrated with the current or planned criminal history systems. It also cannot be added to the growing single sign-on environment. As a result, investigators may not learn of an individual's registration status until they search the POR itself. A POR replacement that could be integrated with other systems would cost \$1 million to \$1.5 million. The cost would depend on the reuse of elements from the current system.

The Minnesota Repository of Arrest Photos (MRAP) is more than a decade old and includes no modern facial recognition capabilities. Replacing MRAP would cost \$1.5 million to \$2 million.

### ***Continued Commitment to Integration***

Those working on integration efforts have always resisted the perception that integration has an end. Policymakers, members of the media, the public and even some in the criminal justice system want to know “when will it be finished?” There has always been the challenge to communicate that integration is much like road construction - as long as there are roads, there will be a need for road construction. As long as there is a need for criminal justice information, integration will need to continue.

### **Conclusion**

As the Policy Group looks to the future, implementing integration projects – the new criminal history system, the new crime reporting system, eCharging, Single Sign-On, Orders for Protection, and Integrated Search Service (ISSv6) – is the highest priority.

As in the past, future priorities and direction will be somewhat dependent on policy issues that arise and state and federal legislative mandates related to criminal justice information. The Policy Group, in conjunction with the Task Force and executive director, will continue to monitor progress and adjust future direction as needed to move forward with priorities that provide the biggest impact to improving public safety.

## APPENDICES

## MINNESOTA STATUTES 2013 299C.65

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### 299C.65 CRIMINAL AND JUVENILE JUSTICE INFORMATION POLICY GROUP.

Subdivision 1. **Membership, duties.** (a) The Criminal and Juvenile Justice Information Policy Group consists of the commissioner of corrections, the commissioner of public safety, the state chief information officer, four members of the judicial branch appointed by the chief justice of the Supreme Court, and the chair and first vice-chair of the Criminal and Juvenile Justice Information Task Force. The policy group may appoint additional, nonvoting members as necessary from time to time.

(b) The commissioner of public safety is designated as the chair of the policy group. The commissioner and the policy group have overall responsibility for the integration of statewide criminal justice information systems. This integration effort shall be known as CriMNet. The policy group may hire an executive director to manage the CriMNet projects and to be responsible for the day-to-day operations of CriMNet. The executive director shall serve at the pleasure of the policy group in unclassified service. The policy group must ensure that generally accepted project management techniques are utilized for each CriMNet project, including:

- (1) clear sponsorship;
- (2) scope management;
- (3) project planning, control, and execution;
- (4) continuous risk assessment and mitigation;
- (5) cost management;
- (6) quality management reviews;
- (7) communications management;
- (8) proven methodology; and
- (9) education and training.

(c) Products and services for CriMNet project management, system design, implementation, and application hosting must be acquired using an appropriate procurement process, which includes:

- (1) a determination of required products and services;



- (2) a request for proposal development and identification of potential sources;
- (3) competitive bid solicitation, evaluation, and selection; and
- (4) contract administration and close-out.

(d) The policy group shall study and make recommendations to the governor, the Supreme Court, and the legislature on:

- (1) a framework for integrated criminal justice information systems, including the development and maintenance of a community data model for state, county, and local criminal justice information;
- (2) the responsibilities of each entity within the criminal and juvenile justice systems concerning the collection, maintenance, dissemination, and sharing of criminal justice information with one another;
- (3) actions necessary to ensure that information maintained in the criminal justice information systems is accurate and up-to-date;
- (4) the development of an information system containing criminal justice information on gross misdemeanor-level and felony-level juvenile offenders that is part of the integrated criminal justice information system framework;
- (5) the development of an information system containing criminal justice information on misdemeanor arrests, prosecutions, and convictions that is part of the integrated criminal justice information system framework;
- (6) comprehensive training programs and requirements for all individuals in criminal justice agencies to ensure the quality and accuracy of information in those systems;
- (7) continuing education requirements for individuals in criminal justice agencies who are responsible for the collection, maintenance, dissemination, and sharing of criminal justice data;
- (8) a periodic audit process to ensure the quality and accuracy of information contained in the criminal justice information systems;
- (9) the equipment, training, and funding needs of the state and local agencies that participate in the criminal justice information systems;
- (10) the impact of integrated criminal justice information systems on individual privacy rights;
- (11) the impact of proposed legislation on the criminal justice system, including any fiscal impact, need for training, changes in information systems, and changes in processes;
- (12) the collection of data on race and ethnicity in criminal justice information systems; (13) the development of a tracking system for domestic abuse orders for protection;

- (14) processes for expungement, correction of inaccurate records, destruction of records, and other matters relating to the privacy interests of individuals; and
- (15) the development of a database for extended jurisdiction juvenile records and whether the records should be public or private and how long they should be retained.

Subd. 2. **Task force.** A task force shall assist the policy group in its duties. The task force shall monitor, review, and report to the policy group on CriMNet-related projects and provide oversight to ongoing operations as directed by the policy group. The task force shall consist of the following members:

- (1) two members appointed by the Minnesota Sheriffs Association, at least one of whom must be a sheriff;
- (2) two members appointed by the Minnesota Chiefs of Police Association, at least one of whom must be a chief of police;
- (3) two members appointed by the Minnesota County Attorneys Association, at least one of whom must be a county attorney;
- (4) two members appointed by the Minnesota League of Cities representing the interests of city attorneys, at least one of whom must be a city attorney;
- (5) two members appointed by the Board of Public Defense, at least one of whom must be a public defender;
- (6) two district judges appointed by the Judicial Council, at least one of whom has experience dealing with juvenile court matters;
- (7) two corrections administrators appointed by the Minnesota Association of Counties representing the interests of local corrections, at least one of whom represents a community corrections act county;
- (8) two probation officers appointed by the commissioner of corrections in consultation with the president of the Minnesota Association of Community Corrections Act Counties and the president of the Minnesota Association of County Probation Officers;
- (9) four public members appointed by the governor for a term of six years, one of whom represents the interests of victims, and two of whom are representatives of the private business community who have expertise in integrated information systems and who for the purpose of meetings of the full task force may be compensated pursuant to section 15.059;
- (10) two members appointed by the Minnesota Association for Court Management, at least one of whom must be a court administrator;

- (11) one member of the house of representatives appointed by the speaker of the house, or an alternate who is also a member of the house of representatives, appointed by the speaker of the house;
- (12) one member of the senate appointed by the majority leader, or an alternate who is also a member of the senate, appointed by the majority leader of the senate;
- (13) one member appointed by the attorney general;
- (14) two elected officials appointed by the Minnesota League of Cities, one of whom works or resides in greater Minnesota and one of whom works or resides in the seven-county metropolitan area;
- (15) two elected officials appointed by the Minnesota Association of Counties, one of whom works or resides in greater Minnesota and one of whom works or resides in the seven-county metropolitan area;
- (16) the director of the Sentencing Guidelines Commission or a designee;
- (17) one member appointed by the state chief information officer;
- (18) one member appointed by the commissioner of public safety;
- (19) one member appointed by the commissioner of corrections;
- (20) one member appointed by the commissioner of administration; and
- (21) one member appointed by the chief justice of the Supreme Court.

Subd. 3. [Repealed, 2005 c 136 art 11 s 18]

Subd. 3a. **Report.** The policy group, with the assistance of the task force, shall file a biennial report with the governor, Supreme Court, and chairs and ranking minority members of the senate and house of representatives committees and divisions with jurisdiction over criminal justice funding and policy by January 15 in each odd-numbered year. The report must provide the following:

- (1) status and review of current integration efforts and projects;
- (2) recommendations concerning any legislative changes or appropriations that are needed to ensure that the criminal justice information systems operate accurately and efficiently; and
- (3) summary of the activities of the policy group and task force.

Subd. 4. [Repealed, 2005 c 136 art 11 s 18]

Subd. 5. Review of funding and grant requests. (a) The Criminal and Juvenile Justice Information Policy Group shall review the funding requests for criminal justice information systems from state, county, and municipal government agencies. The policy group shall review the requests for compatibility to statewide criminal justice information system standards. The review shall be forwarded to the chairs and ranking minority members of the house of representatives and senate committees and divisions with jurisdiction over criminal justice funding and policy.

(b) The executive director, in consultation with the Criminal and Juvenile Justice Information Task Force and with the approval of the policy group, shall create the requirements for any grant request and determine the integration priorities for the grant period. The executive director shall also review the requests submitted for compatibility to statewide criminal justice information systems standards.

(c) The task force shall review funding requests for criminal justice information systems grants and make recommendations to the policy group. The policy group shall review the recommendations of the task force and shall make a final recommendation for criminal justice information systems grants to be made by the commissioner of public safety. Within the limits of available state appropriations and federal grants, the commissioner of public safety shall make grants for projects that have been recommended by the policy group.

(d) The policy group may approve grants only if the applicant provides an appropriate share of matching funds as determined by the policy group to help pay up to one-half of the costs of the grant request. The matching requirement must be constant for all applicants within each grant offering. The policy group shall adopt policies concerning the use of in-kind resources to satisfy the match requirement and the sources from which matching funds may be obtained. Local operational or technology staffing costs may be considered as meeting this match requirement. Each grant recipient shall certify to the policy group that it has not reduced funds from local, county, federal, or other sources which, in the absence of the grant, would have been made available to the grant recipient to improve or integrate criminal justice technology.

(e) All grant recipients shall submit to the executive director all requested documentation including grant status, financial reports, and a final report evaluating how the grant funds improved the agency's criminal justice integration priorities. The

executive director shall establish the recipient's reporting dates at the time funds are awarded.

Subd. 6. [Repealed, 2005 c 136 art 11 s 18] Subd. 7. [Repealed, 2005 c 136 art 11 s 18]

Subd. 8. [Repealed, 2005 c 136 art 11 s 18] Subd. 8a. [Repealed, 2005 c 136 art 11 s 18]

Subd. 9. [Repealed, 2005 c 136 art 11 s 18]

History: 1993 c 266 s 33; 1994 c 576 s 41; 1997 c 239 art 8 s 17; 1999 c 216 art 2 s 14-19; 2000 c 311 art 5 s 1-4; 1Sp2001 c 8 art 6 s 5,6; 2005 c 136 art 11 s 12-15; 2005 c 156 art 5 s19,20; 2006 c 212 art 1 s 26 subd 6; 2006 c 260 art 3 s 17; 2007 c 54 art 7 s 8,9; 2009 c 59 art 6 s 15, 16; 2009 c 83 art 3 s 18; 2009 c 101 art 2 s 109; 2013 c 134 s26

## Criminal Justice System and Events

- The criminal justice system in Minnesota includes the following (not an exhaustive list):
- More than 10,500 licensed peace officers
- 87 county sheriffs' offices
- More than 350 police departments
- Minnesota Supreme Court, Minnesota Court of Appeals and State Court Administration
- 10 judicial districts with 289 judges
- More than 2,500 court administration employees
- More than 350 public defenders
- 237 Department of Corrections' licensed facilities – these facilities include 10 prisons, 79 jails, and four workhouses
- 32 community corrections' agencies
- 27 county probation offices with more than 200 probation officers
- 56 Department of Corrections' probation and supervised release offices
- 87 county attorney offices
- More than 400 city attorneys
- Minnesota Department of Corrections
- Minnesota Department of Public Safety (includes Minnesota Bureau of Criminal Apprehension)
- The Minnesota Attorney General's Office
- Minnesota Sentencing Guidelines Commission
- Victim advocacy groups
- Federal agencies represented in Minnesota such as: Federal Bureau of Investigation (FBI), Drug Enforcement Agency (DEA), Immigration and Customs Enforcement (ICE), Secret Service, United States Attorney, Alcohol, Tobacco and Firearms (ATF), United States Department of Agriculture (USDA), United States Border Patrol, and all branches of the military

There is a distinct flow within the criminal justice system that most events follow. The chart on the following page documents that flow and further documents the various state systems that are used or accessed at each point in the criminal justice process.

- An "incident" that constitutes a crime occurs in a community. This "incident" is reported to or observed by law enforcement and a report with basic fact-finding occurs. A number of systems are or can be accessed to assist in this process. That "incident" is then forwarded for "investigation."

- "Investigation" seeks data and information from the various systems indicated. When the "investigation" is complete and person(s) responsible for the crime(s) are identified, those person(s) are subject to "arrest".
- The "arrest" process (which includes booking at a detention facility) includes the access or use of information from various systems. Individuals under "arrest" are subject to the criminal "charging" process by a prosecutor.
- The "charging" process also includes access or use of information from various systems. Once charged, the individual will go on to the "court/trial" processes.
- During the "court/trial" process, information from various systems is accessed or used. An individual who pleads guilty or is found guilty of a criminal charge is then subject to a "sentence".
- The "sentence" process then uses information from various systems. The "sentence" could include a period of "incarceration" in a state or county detention facility.
- Information from various systems is accessed and used for and during "incarceration". Finally, the flow of events ends with an individual being released from "incarceration" and placed on "probation".
- Again, information from various systems is accessed or used for and during "probation".

## **State of Minnesota**

### **Criminal and Juvenile Justice Information Policy Group Charter**

#### **Purpose of the Criminal and Juvenile Justice Information Policy Group**

The Criminal and Juvenile Justice Information Policy Group (Policy Group) provides leadership, high-level oversight, and accountability to the citizens of Minnesota for the successful completion of statewide criminal justice integration and information sharing.

- Whereas: The Minnesota initiative to integrate justice information commenced in the early 1990's, including the enactment of 299C.65, and made considerable progress filling gaps in statewide information;
- Whereas: The creation of a CriMNet Program Office (Program) in 2001 has provided an additional advantage for integration in Minnesota;
- Whereas: The Criminal and Juvenile Justice Information Task Force (Task Force) has played a more active role in support of the work of the Policy Group since 2003;
- Whereas: The composition of the Policy Group has been strengthened with the addition of the Task Force Chairs and State Enterprise Chief Information Officer in 2005, and the appointment of a new Executive Director in 2006;
- Whereas: The expanded Policy Group has been evaluating their governance model in light of these events and intends to clarify its role and that of the Task Force and Executive Director;

**Now therefore, the Policy Group establishes the following charter and directives to the Task Force and Executive Director:**

#### **Composition of the Policy Group**

The Policy Group is authorized under Minnesota Statutes 299C.65 and consists of the following members: Commissioner of Public Safety, Commissioner of Corrections, Commissioner of Finance, State Chief Information Officer; four members of the judicial branch appointed by the Chief Justice of the Supreme Court; and the Criminal and Juvenile Justice Information Task Force (Task Force) Chair and First Vice-Chair. This body has the authority to appoint additional non-voting members. The Policy Group is chaired by the Commissioner of Public Safety and meets quarterly and other times as needed.



## **Primary Responsibilities of the Policy Group**

The Policy Group exists to provide leadership for the overall strategic and policy direction of the statewide Criminal Justice Integration Enterprise (Enterprise). At the Enterprise level, the Policy Group has the responsibility to:

1. Define, affirm and periodically review the mission statement and priority directions of the Enterprise;
2. Establish high-level performance measures and outcomes for the CriMNet Enterprise and ensure compliance with business and technical standards;
3. Provide high-level approval and monitoring of the CriMNet Program budget and Enterprise initiatives as part of the state biennial budget process;
4. Establish and approve any high-level policy decisions that need to be forwarded to the governor/Legislature;
5. Monitor the budgets of the Courts, Department of Corrections and Department of Public Safety as they relate to CriMNet;
6. Resolve significant differences between the Task Force, CriMNet Program and stakeholders;
7. Annually report to the governor, Supreme Court and Legislature on legislative changes or appropriations needed to ensure that criminal justice information systems operate accurately and efficiently;
8. Determine Enterprise-wide strategies, including distribution of grant monies;
9. Advocate and testify for CriMNet and related Enterprise initiatives;
10. Link to other statewide and national entities engaged in justice initiatives;
11. Continue to be educated about topics related to the Enterprise.

**In relation to the Task Force, the Policy Group has the responsibility to:**

1. Assign Enterprise issues to the Task Force for research and possible options; which the Task Force may initiate delivery teams to complete the work;
2. Review business priorities and grant strategies recommended by the Task Force;
3. Clarify the relationship of the Task Force to the Policy Group, the Executive Director, and the CriMNet Program;
4. Continue to rely on the Task Force as a major link to stakeholders and operational users of justice information.

**In relation to the Executive Director, the Policy Group has the responsibility to:**

1. Select, set the direction for and support the Executive Director;
2. Review business priorities and grant strategies recommended by the Executive Director;
3. Create an evaluation process and develop performance measures for the Executive Director as well as provide oversight and monitor performance of the Executive Director;
4. Frame policies and develop reporting mechanisms and measures related to finance and operations to guide the Executive Director and ensure the appropriate level of accountability to the Policy Group;
5. Clarify the relationship of the Executive Director to the Policy Group and Task Force.

**Minnesota Statutes 299C.65 requires the Policy Group to appoint a Task Force to assist the Policy Group in their duties; and to monitor, review and report to the Policy Group on CriMNet-related projects and provide oversight to ongoing operations as directed by the Policy Group. In order to fulfill this statutory requirement, the Policy Group directs the Task Force to do the following:**

1. Advise the Executive Director and Policy Group on enterprise activities;
2. Advise the Executive Director on business priorities;
3. Advocate constituent interests and communicate enterprise decisions back to constituents;
4. Review grant strategies developed by the Executive Director and suggest alternatives.

**Minnesota Statutes 299C.65 allows the Policy Group to hire an Executive Director to manage the CriMNet projects and to be responsible for the day-to-day operations of CriMNet. The Executive Director serves at the pleasure of the Policy Group in unclassified service. The Policy Group directs the Executive Director to do the following:**

1. Develop strategies to support the Enterprise vision as well as implement and maintain those strategies;

2. Direct the overall activities of the CriMNet Program Office including the short and long range strategic and financial plan to support the Enterprise vision;
3. Act as a liaison to the Policy Group, Task Force, Legislature, criminal justice agencies (local, state, federal), and the general public on Enterprise issues and foster collaboration among those entities;
4. Provide regular reporting on CriMNet Program activities to the Task Force.

## **State of Minnesota**

### **Criminal and Juvenile Justice Information Task Force Charter**

#### **Purpose of the Criminal and Juvenile Justice Information Task Force**

**The Criminal and Juvenile Justice Information Task Force (Task Force) assists the Criminal and Juvenile Justice Information Policy Group (Policy Group) in their duties; monitors, reviews, and reports to the Policy Group on CriMNet-related projects; and provides oversight to ongoing operations as directed by the Policy Group.**

- Whereas: The Minnesota initiative to integrate justice information commenced in the early 1990's, including the enactment of 299C.65, and made considerable progress filling gaps in statewide information;
- Whereas: The CriMNet Program Office (Program) in 2001 has provided an additional advantage for integration in Minnesota;
- Whereas: The Task Force has played a more active role in support of the work of the Policy Group since 2003;
- Whereas: The composition of the Policy Group has been strengthened with the addition of the Task Force Chairs and State Enterprise Chief Information Officer in 2005, and the appointment of a new Executive Director in 2006;
- Whereas: The Policy Group adopted a new charter in March 2006 and provided specific directives to the Task Force;
- Whereas: The Task Force has been evaluating its role in light of these events and intends to clarify its role;

**Now therefore, the Task Force establishes the following Charter and directives:**

#### **Composition of the Task Force**

**The Task Force is authorized under Minnesota Statutes 299C.65 and consists of the following members:**

- two sheriffs recommended by the Minnesota Sheriffs Association;
- two police chiefs recommended by the Minnesota Chiefs of Police Association;
- two county attorneys recommended by the Minnesota County Attorneys Association;
- two city attorneys recommended by the Minnesota League of Cities;
- two public defenders appointed by the Board of Public Defense;

- two district judges appointed by the Judicial Council, one of whom is currently assigned to the juvenile court;
- two community corrections administrators recommended by the Minnesota Association of Counties, one of whom represents a community corrections act county;
- two probation officers;
- four public members, one of whom has been a victim of crime, and two who are representatives of the private business community who have expertise in integrated information systems;
- two court administrators;
- one member of the house of representatives appointed by the speaker of the house;
- one member of the senate appointed by the majority leader;
- the attorney general or a designee;
- two individuals recommended by the Minnesota League of Cities, one of whom works or resides in greater Minnesota and one of whom works or resides in the seven-county metropolitan area;
- two individuals recommended by the Minnesota Association of Counties, one of whom works or resides in greater Minnesota and one of whom works or resides in the seven-county metropolitan area;
- the director of the Sentencing Guidelines Commission;
- one member appointed by the state chief information officer;
- one member appointed by the commissioner of public safety;
- one member appointed by the commissioner of corrections;
- one member appointed by the commissioner of administration; and
- one member appointed by the chief justice of the Supreme Court.

Members shall be selected for their expertise in integrated data systems or knowledge of best practices.

## **Primary Responsibilities of the Task Force**

**In order to fulfill this statutory requirement, the Task Force has the following primary responsibilities:**

1. Advise the Executive Director and Policy Group on enterprise activities; (PG Charter)
2. Advise the Executive Director on business priorities; (PG Charter)

3. Advocate constituent interests and communicate enterprise decisions back to constituents; (PG Charter)
4. Research and provide possible options regarding enterprise issues assigned by the Policy Group; (PG Charter)
5. Review grant strategies developed by the Executive Director and suggest alternatives; (PG Charter)
6. Recommend business priorities and grant strategies to the Policy Group. (PG Charter)
7. Assist the Policy Group in the filing of an annual report with the governor, Supreme Court, and chairs and ranking minority members of the senate and house committees and divisions with jurisdiction over criminal justice funding and policy; (299C.65)
8. Consult with the CrimNet program office as the office creates the requirements for grant requests and determines the integration priorities for the grant period; (299C.65)
9. Review funding requests for criminal justice information systems grants and make recommendations to the Policy Group; (299C.65)
10. Facilitate communications between the Policy Group and stakeholders and operational users of justice information. (PG Charter)

Task Force Charter Adopted 8-11-06 v1.0